



10.0 CHAPTER 10 – MUNICIPAL GROWTH ELEMENT

The purpose of the Port Deposit Comprehensive Plan's "Municipal Growth Element" is to examine the interrelationships among land use, population growth, impacts on public facilities and services, and water resource issues associated with projected growth. With a better understanding of the multi-dimensional impacts of change, the Town officials will have a stronger basis for setting land use and growth management policies going forward.

10.1 BACKGROUND

Port Deposit is centrally located in the Northeast Corridor and is minutes away from Interstate 95 (I-95) the defining feature of the corridor. The closet urban areas are Wilmington, Delaware and Baltimore, Maryland.

Travel times and distances to large Metropolitan centers are as follows:

- Wilmington, Delaware is 45 minutes and approximately 35 miles;
- Baltimore, Maryland, is one hour and approximately 50 miles;
- Washington, DC, is one hour & 30 minutes and approximately 75 miles;
- Philadelphia, Pennsylvania, is 1 hour & 20 minutes and approximately 70 miles;
- New York, New York is 2 hours & 50 minutes and approximately 160 miles.

Old Town Port Deposit is located on the Susquehanna River, just north of where the river forms the headwaters of the Chesapeake Bay. Port Deposit has a rich history that includes the rise and fall of shipping, railroad, military, quarrying, and manufacturing industries. Throughout this long history, development in Port Deposit has been concentrated along Main Street (MD Route 222) on the narrow, comparatively flat strip of land between the Susquehanna River and the bluffs above of the town. While some areas have been redeveloped in recent years, the Wiley Manufacturing site for example, there is very little vacant land that is developable in the Old Town. The limited vacant land that does exist will experience increased development pressure as the Old Town becomes a more attractive place to live and a heritage tourism destination.

The majority of future growth pressures will shift from the Old Town to the newly annexed Bainbridge and Tome School tract and, in a longer time frame, to the surrounding area. This shift, to development at the 'top of the hill' is a dramatic departure from the Town's traditional pattern and will create a second major component of Port Deposit, the 'new' Port Deposit. While massive growth pressure is not anticipated there is forecast to be demand in Cecil associated with the expansion by the US Military of the Aberdeen Proving Grounds approximately 12 miles or 20 minutes away to the south. This expansion is the result of the Base Realignment and Closure (BRAC) program being conducted by the Department of Defense. Aberdeen is one of the bases to which additional functions are being transferred, while others are shrinking or closing. It is also likely that the recently approved voter authorization to create five slot machine parlors in Maryland will affect development demand



because one of the sites under consideration is south of I-95, near the interchange with MD 275, an area annexed by Perryville but adjacent to Port Deposit.

Longer term, it would be both logical and desirable for Port Deposit to annex areas to the north and east of the existing boundary, and, to a limited extent to the south. To the east the annexation can extend to MD 275, also designated MD 222 in this area, where it would encompass a portion of the area known as Craigstown. To the north the recommended area for eventual annexation includes all of the properties from Jacob Tome Memorial Highway, the present northern boundary and the north edge of the Bainbridge site, to all of the properties abutting both sides of Rock Run Road. Along the river the boundary would follow River Road to Canal Road. Parcels on both sides of MD 275 up to, and east of the intersection with Bainbridge Road (MD 222) have previously been annexed by Perryville.

Port Deposit's historic downtown, scenic views of the Susquehanna River, proximity to major metropolitan areas, and easy access to major roadways make it an attractive place to live and work. Over the next several decades, the Town and surrounding area will draw new residential, commercial, industrial, and institutional development. This growth will result in an increased need for community infrastructure and administrative services. It has the potential to cause development of a new place, a modern compliment to the historic Old Town. To plan for this growth, Port Deposit has prepared this Municipal Growth Element. It explores the likely growth scenarios and the resulting demand for community facilities, such as schools, water/sewer facilities, and parks and recreation, and considers impacts to the natural environment and community character

10.2 GROWTH PATTERNS AND TRENDS

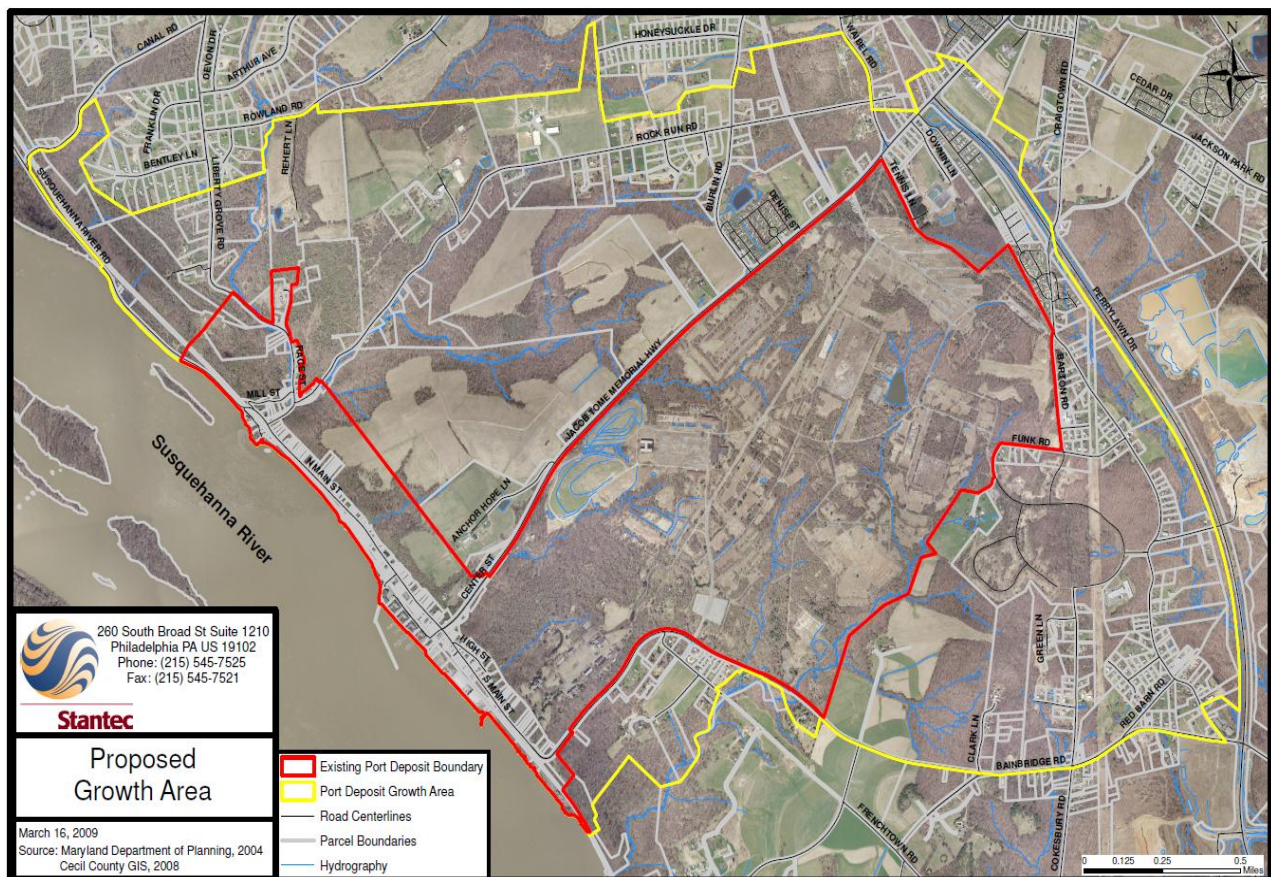
10.2.1 Growth Patterns

As noted, throughout the community's history, development has been concentrated along Main Street (MD Route 222) in the narrow, relatively flat land between the Susquehanna River and the bluffs above of the town. The principal activity at the 'top of the hill' above the town was the Bainbridge training base of the U.S. Navy closed by the Navy in 1976. The majority of future growth, however, will shift from the Old Town to the newly annexed Bainbridge and Tome School tracts and to areas near the major roads to the north and east of Old Town.

Longer term, it would be both logical and desirable for Port Deposit to annex areas to the north, south and east of the existing boundary, in essence to expand the large annexation represented by the Bainbridge tract to include the areas along the adjacent main roads. To the east the annexation is recommended to extend to MD 275, also designated MD 222 in this area, where it would encompass much of the housing concentration known as Craigstown. To the south the area to be annexed long-term is recommended to include the area to south of the former Tome School property, now part of Bainbridge, up to the Mount Ararat Farm a border approximately formed by Happy Valley Brook. Continuing to the east the boundary will follow MD 222 Bainbridge Road until nearing the intersection with MD 275 where it would pass to the north of several properties on the northwest corner of the intersection that were previously annexed by



Perryville. The boundary would then follow MD 275 as previously noted to MD 276 where properties on all four corners of the intersection are recommended for future annexation. The principal additional growth area is to the north where all properties on both sides of Rock Run Road are recommended for inclusion. Lastly, some additional area along the river, specifically to Canal Road, east of River Road, and areas to the east of that area – not including the subdivision along Bentley Lane – would meet the Rock Road oriented properties near Rehert Lane and Rowland Road. Please refer to Map 1, Proposed Municipal Growth Boundary for further detail.



Map 10: Proposed Municipal Growth Boundary

Long Range Growth Area Boundary and priority annexation area for Port Deposit. At the lower right of the map, near MD Route 275 (Perry lawn Drive), the growth boundary abuts areas previously annexed by Perryville.



10.2.2 Population Projections

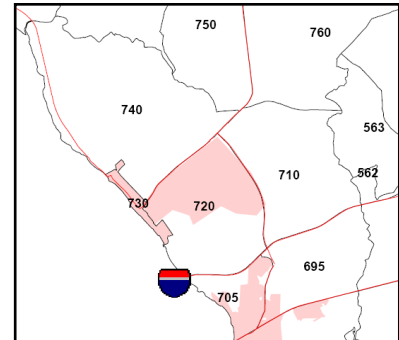
Population projections have become increasingly important in comprehensive planning with the passage of MD House Bill 1141 of 2006, which requires that growth and annexation be consistent with demographic trends and available infrastructure, among other things. In other words, Port Deposit's plans for growth and annexation are required to directly reflect population projections.

A key growth factor in the area around Port Deposit is the expansion of military activity at the Aberdeen Proving Grounds, which will be the receiving area for a variety of activities from other bases around the country under the Base Realignment and Closure Program (BRAC). According to the Maryland Department of Planning's (MDP) 2006 *BRAC Report* (pg. 3): *Eight Jurisdiction Overview*, the eight jurisdictions impacted by BRAC include Baltimore City and these counties: 1) Anne Arundel; Baltimore; Cecil; Harford; Howard; Montgomery; and Prince George's. "Growth pressures will be strongest in Harford and Cecil counties based on an analysis of BRAC demand and anticipated supply of both new and existing housing units available to all in-migrants."

Population projections for Cecil County and Port Deposit to the year 2030 have been developed by the Maryland Department of Planning that consider the change likely to occur, including the BRAC impacts, and these projections have been geographically distributed on Transportation Analysis Zones (TAZs) defined by the Wilmington Area Planning Council (WILMAPCO) which is the designated Metropolitan Planning Organization for Cecil County. These zones serve several functions. Most frequently, they are used to estimate likely future traffic generation for each zone. The currently approved Bainbridge plan of development contemplates approximately 3000 residents and a variety of commercial development but, as discussed, the actual development may be re-defined as the development market emerges. Overall, the growth forecast is reasonable. Table 10-1 summarizes the population projections for Port Deposit's current area, which includes the Bainbridge site.

**Table 10-1 Population Projections for TAZ 730 & 720(part)**

Population	Old Part of Town	Bainbridge	Total Town
1990	685	474	1,159
2000	582	365	947
2005	834	501	1,335
2010	868	644	1,512
2015	907	1385	2,292
2020	926	2142	3,068
2025	931	2,653	3,584
2030	920	3,276	4,196

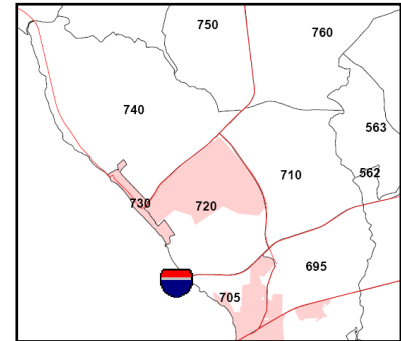


Source: Maryland Department of Planning using distribution developed by WILMPACO (revised 11/08).

As noted, the overall growth level forecast for households, summarized in Table 10-2, is reasonable, with the understanding that the number living at the 'top of the hill' – referred to here as Bainbridge – will be closer to 1300 households by 2030.

**Table 10-2 Household Projections for TAZ 730 & 720(part)**

Households	Old Town	Bainbridge	Total Town
1990	237	164	401
2000	223	146	369
2005	307	182	489
2010	324	245	569
2015	344	534	878
2020	355	1036	1,184
2025	359	1036	1,395
2030	356	1284	1,640



Source: Maryland Department of Planning using projections developed by WILMPACO (revised 11/08)

Some important observations can be inferred from the population projections. Port Deposit's population is expected to grow to nearly 4,200 people by 2030, an increase of over 600% from the 2005 Census population of 691. The growth in households is even more dramatic as household size in Port Deposit decreases from 2.73 people per unit (2005) to a projected 2.56 people per unit in 2030. This growth is projected to add 1,387 new housing units in addition to the 253 units that existed in the town in 2005 based on US Census figures. The type, rate of development, and location of these new units will significantly shape Port Deposit's character. The amount of land 'consumed' by development, the need for new schools or classrooms, the demand for water and sewer treatment capacity, and for roadway capacity are key considerations.

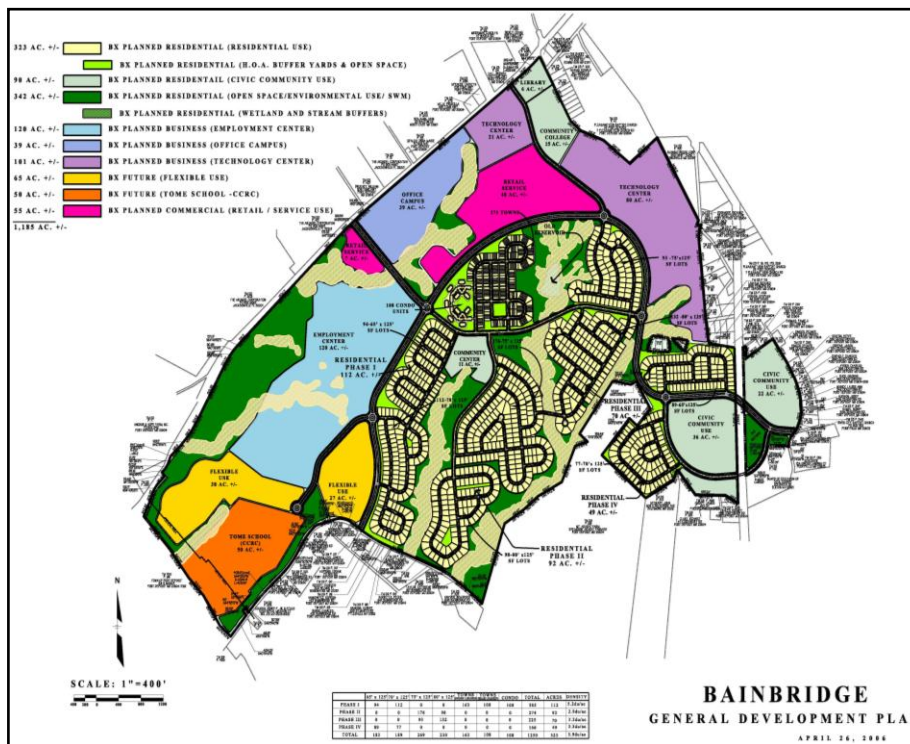
10.2.3 Build Out Capacity

To determine if projected population gains are consistent with plans for growth, it is necessary to determine the potential development capacity of the zoning districts in Port Deposit. Lands that are vacant, proposed for annexation, planned for development, or that will undergo a zoning change are areas where there is capacity for new development. This capacity was estimated by applying the permitted densities allowed by current regulations to the available land within the existing Port Deposit boundaries.

In present day Port Deposit, the majority of the development capacity is in the Bainbridge tract, which encompasses the Tome School and is approximately 1,185 acres. The site falls

A master site plan for Bainbridge was approved in 2005 that calls for 1,250 residential units, and a continuing care retirement community with up to 1000 additional units, to be built in phases. The approval allows for a 10% variation from the approved master plan. While it is difficult to calculate what a 10% variation might include it provides a basis for a range in the number of units that might be expected for final build out. A 10% decrease in units would result in 2025 units while a 10% increase in units would result in 2475 units, or a variance of up to 450 units. Retail and office commercial development, and some public services are also anticipated to be developed on the site.

A key land use issue is the interaction between this commercial development and the existing commercial in the Old Town. With the exceptions of marine related businesses and several historic district restaurants, the retail in Old Town is very modest in scale. Service retail associated with the Bainbridge development, such as a modern supermarket, would be an asset to Old Town residents as well. Regional draw retail, such as 'big box' retail, sometimes known as 'category killers,' would be less desirable at Bainbridge. Office uses, such as the proposed technology center at Bainbridge, are highly desirable as they have the potential to provide high wage jobs to area residents with only modest impact on municipal operating expense.



Map 11: Approved General Development Plan, Bainbridge and Tome



Old Town Port Deposit also has some, albeit limited, vacant land that could be developed in the future. The Town should consider allowing compatible commercial uses in all zones to help sustain existing businesses. The majority of this land is in the R-1 Single Family Residential District and the R-2 Mixed Residential District as shown in Table 10-3. The majority of the R-1 District, however, is proposed to be developed as Hopkins Quarry Park and is generally restricted by steep slopes. The Mixed Residential District is similarly constrained by steep slopes, but there are two lots that provide approximately 36 acres of developable land. Currently there is no direct access to these parcels and they lack sewer and water infrastructure. Further, these lands are part of larger tracts, the majority of which are outside of the Town. The build out in the R-2 District therefore is unlikely, but could yield 4 units per acre or 144 units.

Table 10-3 Vacant and Unimproved Land by District

Zoning District	Count	Acres
CBD Central Business District	29	3.8
MC Marine Commercial	4	2.8
R-1 Single Family	14	40.6
C-1 Town Commercial	10	0.5
TR Town Residential	45	9.6
R-2 Mixed Residential	2	80.6

The MDP estimated a build out capacity that projected 50 new units in the Old Town. Their projection did not include any growth in the R-2 District as described previously. Using the MDP projections, and the build out scenarios described above, a range of potential new residential units within the current boundary of Port Deposit has been estimated in Table 10-4.

Table 10-4 New Household Capacity Numbers

ZONING	Conservative	Intermediate	Aggressive
Central Business District	0	0	0
MC Marine Commercial	0	0	0
R-1 Single Family	1	1	1
C-1 Town Commercial	0	0	0
TR Town Residential	49	49	49
R-2 Mixed Residential	0	0	144
Capacity Old Town	50	50	194
Plus:			
Proposed Bainbridge	2,025	2,250	2475



Total Capacity:	2,075	2,300	2,669
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The growth volumes are predicated largely on the development of the Bainbridge site, however, there are other scenarios that may affect the quantity or location of new development. There are several parcels recommended for annexation and some of these have development potential. Longer term, major annexations to the north and east are recommended, and these could accommodate additional development.

10.2.4 Future Annexation

The holding capacity analysis suggests that the Town, within its present boundaries, could be built out by the year 2030. It is important to understand that the holding capacity estimates exceed the forecast growth, or forecast demand, as described in Tables 10-1 and 10-2. It is also possible that additional growth could occur in the areas that are adjacent to the Town. That is, demand, expressed by MDP and WILMAPCO, could be met on sites in the immediate vicinity other than the Bainbridge site. For example, the County has received expressions of interest in the development of the tracts of land owned by the Arundel Corporation and the Anchor and Hope Farms, which consist of several hundred acres between Route 276 and Rock Run Road. Both of these sites are within the area recommended for long-term annexation by Port Deposit. While the development of these tracts is not imminent, development markets are difficult to predict and the Town of Port Deposit could be approached about the annexation of this land at any time.

Growth outside of the current Port Deposit boundaries, which now include the Bainbridge site, has the potential to result in the need to reconsider the Bainbridge BX – Mixed Use District approved plan. Such reconsideration is not necessary or recommended at this time, but as events unfold over the coming years Port Deposit will need to remain flexible in its approach to development of this large and critical site.

As noted earlier, the eventual expansion of the town to the Perryville border and MD 275 on the east, to properties along the north of MD 276, on both sides of Rock Run Road and to the I-95 right of way on the south, appears logical and as opportunities to annex properties in these areas arise, they should generally be supported. As will be reviewed later in this chapter, this configuration of the growth area conforms to both the current Cecil County Master Plan and to the plan revisions that are presently under consideration.

Port Deposit is potentially facing numerous annexation requests and therefore needs to establish policies that make this process orderly and that provide assurances that the Town is not burdened by new capital or operating expenses by the annexed property. Specifically, the Town of Port Deposit must require that an agreement between each land owner and the Town be in place before the annexation is completed. The purpose of such agreements is to ensure that land is developed in a manner that is consistent with the vision and goals of this plan and to ensure that the capital and maintenance costs of new or improved community infrastructure is not borne by the Town. As such, the Annexation Agreement should address zoning, future land



use, public facilities, including standards for public investment, appropriate allocation of costs of facility extensions for roads, water, sewer, and other public services. Administrative services will likely also need to be expanded as the community grows including planning and managing new growth, multi-jurisdictional coordination issues, and capacity to handle the myriad of other issues, such as code compliance, that come along with new development and growth. A predicable system to assess these costs will need to be developed in the future and employed to establish developers' obligations.

The Comprehensive Plan maps a proposed Growth and Annexation Area. Properties located within this Growth Area are eligible for annexation. This policy includes small properties where annexations will be undertaken to clarify boundaries, and/or extend service to areas in need of municipal services for health or safety reasons.

Prior to annexing any land area not included in the Growth and Annexation Plan, Port Deposit will first consider appropriate amendments to this Comprehensive Plan and will follow the procedural requirements for comprehensive plan amendments and annexation established in State law (Articles 66B and 23A), including those of Maryland House Bill 1141. This will ensure that the proposed annexation is consistent with the goals and objectives of this comprehensive plan, that appropriate consideration has been given to the adequacy of public facilities and services, and that County and State agencies are afforded an opportunity to comment on the proceedings. These issues are the focus of this chapter of the Comprehensive Plan.

More specifically, the following annexation policies should apply to future annexations:

- Proposed annexation areas will not result in larger municipal expenditures than anticipated revenues (i.e. real estate taxes), which would indirectly burden existing Town residents with the costs of services or facilities to support the area annexed.
- The costs of providing roads, utilities, parks, other community services will be borne equitably by those people gaining value from such facilities based on a quantified analysis of both the costs and revenues.
- Specific conditions of annexation will be made legally binding in an executed annexation agreement. Such agreements will address, among other things, consistency with the goals, objectives and recommendations contained in the Port Deposit Comprehensive Plan, zoning and development expectations, responsibility for appropriate studies, and preliminary agreements concerning responsibilities for the cost of facilities and services provided by the Town. These preliminary agreements may be further revised in a Developers Rights and Responsibility Agreement (DRRA).
- For annexations involving larger parcels of land, the Town may require appropriate impact studies, including a fiscal impact study, an environmental impact assessment and traffic studies that address the potential impact of the proposed annexation and planned development on the environment of the site and surrounding area. If necessary, applicants for annexation shall pay the cost of completing all studies related to expanding capacity in existing public facilities and/or services.

10.2.5 Consistency of Land Use Plans and Policies

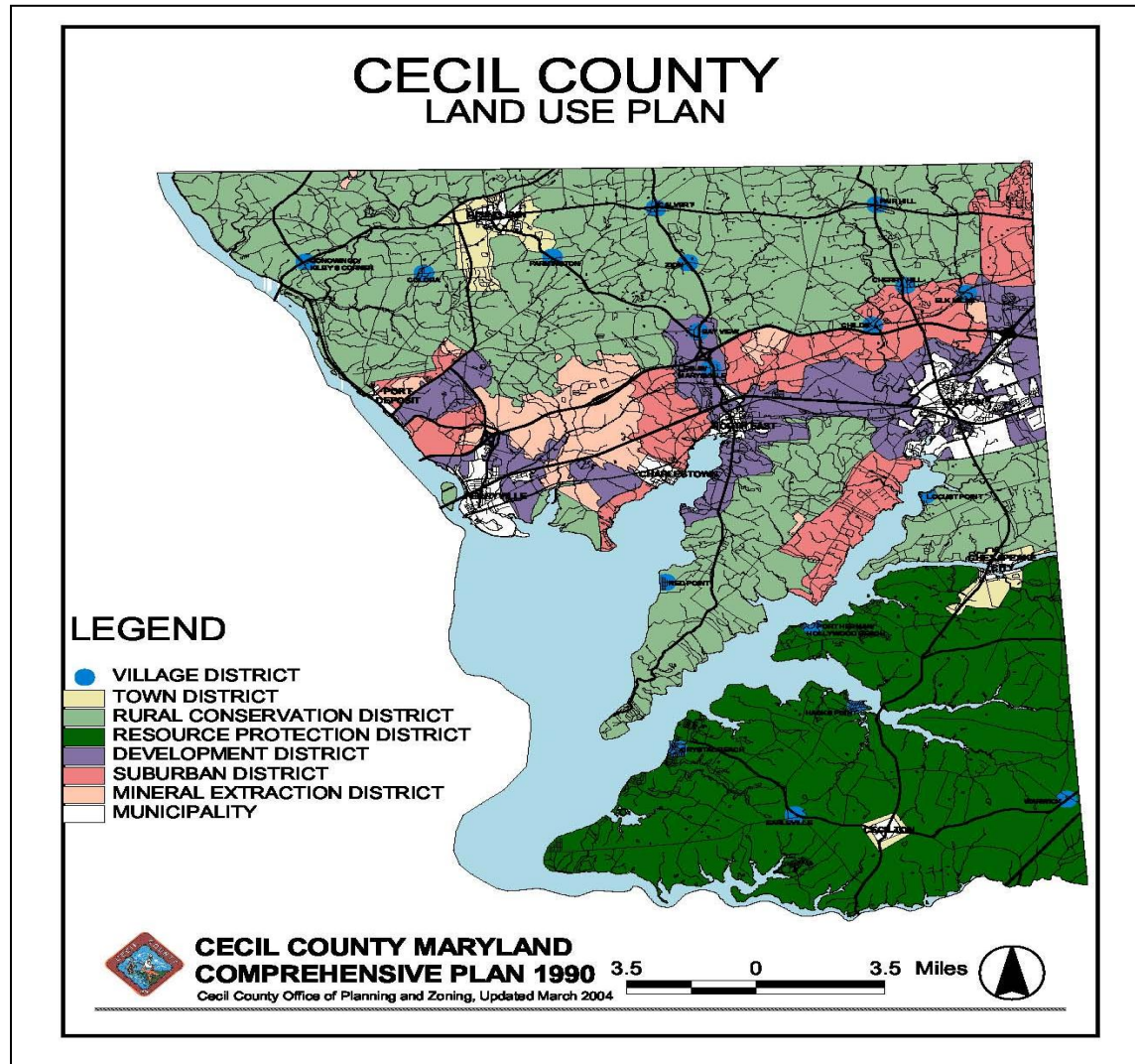
The policies set by Cecil County are of great significance to Port Deposit. These policies are meant to direct investments in critical infrastructure, such as water supply and sewage



treatment capacity, and provide guidance regarding the mix of desired uses and use densities.

Port Deposit is located at the northwest end of a growth corridor as defined by both the current Cecil County Comprehensive Plan and by proposals now under active consideration as part of the Comprehensive Plan update being conducted by the county. The current Comprehensive Land Use Plan for this quadrant of the county is shown in figure 10-2. Most of the town, including the Bainbridge site is in the development district, while the balance including areas recommended for long term annexation are in the Suburban District, where lower density development will be encouraged.

The current effort to update the Cecil County Comprehensive Plan retains the concept of a growth corridor generally straddling U.S. Route 40 and I-95 that is found in the current plan. The northern edge of this growth corridor is proposed to include areas to the north of Jacob Tome highway, MD 276, in approximately the same configuration as the existing plan. One modification under consideration is to designate mixed use areas in the corridor. The Bainbridge site has been suggested as a mixed use site in the new plan. This Comprehensive Plan revision has not yet been adopted by Cecil County, but it appears likely that it will be supportive of Port Deposit's growth plan in its final form.



Map 12: Cecil County Comprehensive Plan – Proposed Land Use

In the existing plan, Map 12, an area immediately to the north of the I-95 interchange, to the west of MD 275, is designated “Town District”. In the plan under consideration at this time by the county this area is proposed to have the designation “Employment Center”. In either case, this area, which was annexed by Perryville, could have an impact on growth in Port Deposit. Depending on what development eventually occurs it may give impetus to housing demand that exceeds current official forecasts. Among the potential development concepts is a slot machine casino, which could house up to 3000 slot machines. The authorization to build such facilities in Maryland, at five locations including this one, was approved by voters in 2008. Such a facility would dramatically increase activity around the site and would generate significant employment. To accommodate this potential, Perryville recently enacted a new “floating” zoning district that would permit casino use. It has not been applied to a specific site as of early in 2009. Other uses, such as a major retail center also have the potential to sharply increase activity. From an economic development standpoint, especially market demand, the success of the reuse of the



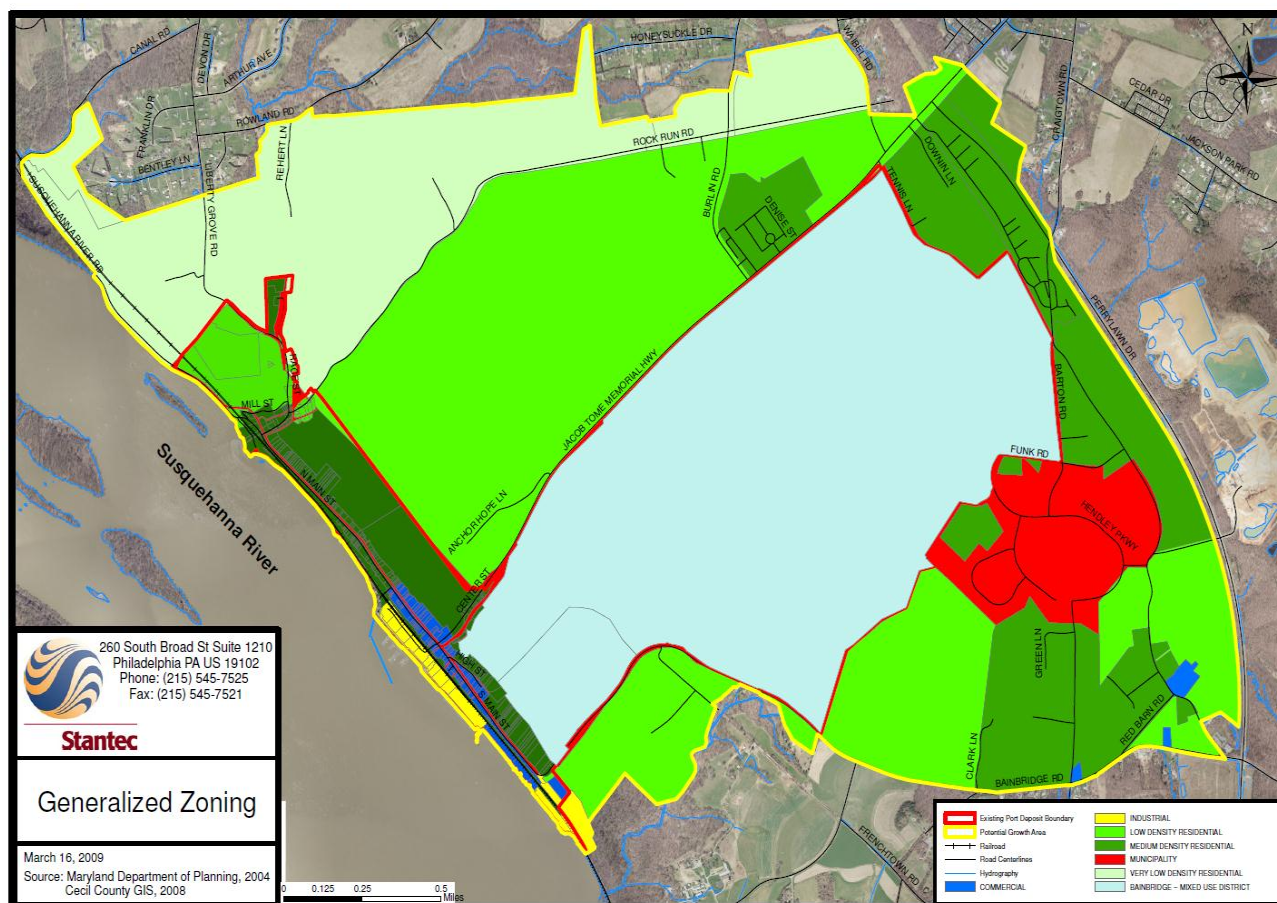
Bainbridge site will be critical to Port Deposit's future, yet that prospect is intertwined with development in nearby areas, such as this portion of Perryville.

10.3 GROWTH – MOVING TO THE “TOP OF THE HILL”

Port Deposit, as its name implies, has long been associated with access to the Susquehanna River waterfront. The narrow strip of land on which the Old Town is located is defined by the river on the west and by a steep, rocky, escarpment on the east, in many areas, a cliff face. The annexation of the Bainbridge and Tome School sites brought Port Deposit not only to the top of the escarpment but farther to the east, nearly to MD 275. Beyond the Bainbridge site, which is currently part of Port Deposit, the long range growth expectations and the priority growth areas are defined on Map 10. While these areas are not anticipated to be fully annexed in the next six years, eventual annexation is expected.

The long range growth boundaries – Map 10 – reflect several land use goals. First, it is important to protect the environment surrounding Port Deposit in terms of both ecological health and aesthetics. Toward that aim the long range annexation and growth area is recommended to include areas of agricultural conservation, woodland conservation and defined areas within which mixed use villages of medium density could ultimately be developed. Development on steep slopes, and other environmentally sensitive areas, must be avoided.

The long range growth and priority annexation area shown on Map 10 encompasses active farms, woodlands and areas where significant development has already occurred. At present, all of the priority Growth Area is governed by the Cecil County Master Plan, and, more specifically, Cecil County Zoning Code. These controls are mapped for the long range growth boundary on Map 13, together with the zoning within the boundaries of Port Deposit. The growth area also includes several long established manufactured home parks along the west side of MD 275 near the intersection with MD 276 and on MD 276 to the west near Burlin Road. Approximately 250 units are contained within these developments. They are found in the 'Medium Density Residential' areas designated on the county zoning plan.



Map 13, Generalized Zoning (also Map 3): provides an overview of the present controls on the Port Deposit and Growth Areas.

The acreage available in the combined present boundary and Growth Area, shown on Map 10, is approximately 3346 acres. This is 2085 acres more than the area within the present boundary which encompasses 1285 acres. Once fully annexed it would represent an increase of approximately 162% in area beyond Port Deposit as currently defined. Applying approximate densities to these areas suggests an overall development potential as great as permitted by the currently approved Bainbridge plan. However, it is important to remember that direct calculations based on area zoned do not reflect various constraints, such as steep slopes and stream courses, areas already developed or the potential to identify substantial conservation areas. In conservation areas the potential will exist to transfer development rights to areas where higher density development is encouraged.

In order to consider the potential development activity that could occur in the Growth Area an estimate has been prepared of the potential build-out. Three factors were considered in the estimate.

- Estimated density, in dwelling units (DUs) or commercial floor area per acre, that would arise in each classification;
- Estimated developable area (usable) within each classification;



- Estimated areas already developed (built out) within each classification which was based on a review of conditions on the ground based on aerial photographs.

**Table 10-5
Estimated Growth
Area Capacities**

Generalized Zoning	Unit or SF/acre	Acres	Built Out	Est. Usable	Total SF/Units
Commercial	8000 SF/acre	14	2	80%	90,000SF
Medium Density	2.3	444	40	60%	560 DU
Low Density	.9	974	150	70%	520 DU
Very Low Density	.6	465	60	70%	170 DU
Residential Totals					1250 DU

Estimates of capacities of these types are necessarily general. In low density and very low density development flexibility in the placement of homes on lots results in the ability to use sites somewhat more 'efficiently' than higher density projects in which the relationships among the smaller lots demand a greater degree of connectivity. This 'efficiency' is purely a comment on how close to full utilization for the given zoning is achieved, not a comment on whether such low density subdivisions represent a desirable land use type. Conversely, medium density development, which tends to cluster groups of units, often results in a larger proportion of the site remaining as open space. However, these estimates do provide guidance, at a planning level of detail, regarding the potential scale of growth.

The addition of approximately 1250 dwelling units, as shown in Table 10-5 would result in additional population of approximately 3100 persons at an average household size of 2.56 persons as forecast by WILMAPCO in 2030. While some demographers forecast greater shrinking in household size it is reasonable to conclude that in terms of this generalized analysis the Growth Area has the capability to house at least 3000 additional persons. In addition, there is an existing population in the Growth Area that will gradually become part of the population of Port Deposit.

The discussion and analysis of the implications of growth in the next section has been structured to wrap the Bainbridge site, and the Growth Area, into a single discussion although the Growth Area would be subject to annexation while the Bainbridge site is now part of Port Deposit. This structure has been adopted for several reasons:

- There has been no commitment to date to significant development at the Bainbridge site. This plan is predicated on the concept that fewer residential units will be constructed at



Bainbridge than currently approved and that additional development will occur in the areas proposed for annexation roughly within the overall growth forecast.

- Bainbridge does have an approved development plan that broadly defines the potential reuse of the site. However, it is clear that both the site's owners and the Town of Port Deposit will need to remain flexible going forward as the market for development at the site unfolds. As this plan is being prepared the first proposed stage of the Bainbridge development, about 200 units, has been cancelled.
- Infrastructure, especially water supply and sewage treatment capability will involve significant investments in new water supply networks and in sewage collection systems. While very significant new sewage treatment capacity has been approved, and will eventually be developed, the connecting collector sewers will likely need to be designed to work effectively with both the Bainbridge site and other nearby sites.
- It is appropriate to approach the plan for the "top of the hill" cohesively.

Revisiting the WILMAPCO growth distribution in the Traffic Analysis Zones (TAZ) and development of growth estimates based on the new Growth Area boundaries provides another look at the long-term growth estimate. If growth in the adjacent traffic zones within the proposed Growth Area is partially attributed to Port Deposit these forecasts appear to be sustained. The revised Growth Area estimate is based on including 50% of the forecast growth in TAZ 740. TAZ 740 is north of MD 276, or Center Street in Old Town. Unlike the population shown for Old Town and Bainbridge only the date to date change is considered in this column, i.e. the 2010 figure is the forecast population change from 2005 to 2010. The analysis results in adding approximately 1600 people to the total, and this is without adding population for the proposed Growth Area along MD 222 for which no finer grained data is available from WILMAPCO.

In addition, the final forecast must allow for a portion of the existing populations in TAZ 740, again 50%, be included in the estimated future population of Port Deposit. MDP, and WILMAPCO, estimated that approximately 900 people lived in TAZ 740 in 2005 and thus it is reasonable to add 500 people to the forecast being made in 2009. Given that annexations are likely to be gradual, this number has been added only to the total population forecast for 2030 as shown in Table 10-9.

**Table 10-6 WILMAPCO Population Estimates**

Population	Old Town	Bainbridge	Growth Area	Total Town
1990	685	474		1,159
2000	582	365		947
2005	834	501		1,335
2010	868	644	216 (.5x512)	1,728
2015	907	1385	317 (.5x634)	2,609
2020	926	2142	334 (.5x668)	3,402
2025	931	2,653	357 (.5x713)	3,941
2030	920	3,276	366 (.5x732)	4,562
TAZ 740			500	5,062

Source: Maryland Department of Planning using distribution developed by WILMPACO (revised 11/08)

To conclude the discussion of the appropriate forecast for long range planning purposes, this plan suggests that additional population of 5000 persons should be assumed by the year 2030.

10.4 IMPLICATIONS OF GROWTH

Population growth will have impacts on a wide range of public services and on the need for public facilities in Port Deposit. Compiling both the estimated development in Port Deposit as currently defined, including the Bainbridge and Tome School sites, and the capacity of the recommended Growth Area, results in a potential capacity to add 3550 dwelling units to the area in a growth window extending to 2030. This exceeds the number anticipated and, as discussed, Port Deposit proposes planning for growth to roughly 5000 people in approximately 1970 additional dwelling units by 2030.

The impacts of growth for Port Deposit to 2030 are summarized in Table 10.7. Impacts include total projected dwelling units from infill and redevelopment, projected population increases, sewer and water, as well as other public facilities and services such as schools, libraries, police, recreation land demand, and fire and rescue (emergency services).



Table 10-7 Estimated Service Demand as a Result of Growth, 2030, Port Deposit, MD	
Topic	Estimated Growth / Required Services
Total Dwelling Units	2200
Population	5000
Sewer (gallons per day - GPD)	490,000
Water (gallons per day - GPD)	490,000
School (new students)	
- High School	300
- Middle School	210
- Elementary School	490
Library (gross floor area - GFA)	500
Police (personnel)	13
Recreation Land (acres)	140
- Personnel	9
- Facilities (gross floor area - GFA)	4000
Sources: Maryland Department of Planning – MDP: Municipal Growth Element Model (Smart Growth lot size, underbuild assumptions, school enrollment multipliers, and recreation land demand); Maryland Department of the Environment – MDE: Water and Wastewater Capacity Management Plans (sewer and water gpd demand estimates – 250 gpd per dwelling unit); American Library Association (library facility square footage multiplier); International Association of Police Chiefs and other organizations (personnel multiplier); 2000 U.S. Census for Charlestown/Maryland Department of Planning Population Projections for Cecil County (persons per household based on descending trend in household size); International City Council Management Association. (fire personnel multiplier); and National Planning Standard (fire facility square footage multiplier).	

10.4.1 Public Schools

Public schools serving the residents of Port Deposit can expect significant new growth as the Town develops towards build out. In 2000, 148, or 22%, of the Town's 671 residents were between the ages of 5 and 17. As described in Chapter 8 all the public schools serving Port Deposit are approaching or are over State Rated Capacity (SRC). The addition of approximately 1100 students as described in Table 10-7 will trigger additional school construction. While the 1100 student forecast is conservative because no downward adjustment was made for the potential for up to 1000 units of age restricted housing, proposed as part of the Bainbridge plan, even a reduction of one third of this forecast would mean that Port Deposit's young residents will require new classrooms and, very likely, at least one new school. To provide perspective on the amount of space that will be required, the existing Perryville High School was built for a capacity of 860 students, and is at, or slightly above, its SRC. The addition of over 300 students to the high school enrollment is forecast over time. The Bainbridge elementary school on the eastern side of Bainbridge site is a relatively new school and has recently received recognition for the quality of the facility. As expansion may be needed, it may prove useful to consider how a significant addition could be made in the future and to conserve site area for that purpose.



10.4.2 Library Services

Cecil County recently opened a new branch library in Port Deposit that is roughly 50% larger than the previous facility. The branch offers books and videos, an expanded children's area, a periodicals section, several internet ready computer workstations, and a handicapped accessible entrance. Additionally, the Bainbridge Master site plan has allocated space for a County Library. As Port Deposit grows it should continue to be well served by the current library system. Given the available resources, the suggested addition of 550 square feet of library space to meet Port Deposit's growth needs does not require any further response in the time-frame of this plan.

10.4.3 Recreation Land

Recreational resources including both passive woodlands and open space, and active recreation facilities from tot lots to play fields, are critical amenities to the health and economic vitality of contemporary American communities. Port Deposit has a variety of resources in the Old Town, and has conceptual plans for an additional facility at the former Hopkins' Quarry at the north end of the town. The challenge for the future will be to provide recreation and open space for the emerging communities at the "top of the hill" along MD 222, MD 276 and MD 275. Given the large potentially available areas, and the fluid nature of the planning and design process at this time, the key policy that Port Deposit must follow is to consistently monitor the recreation and open space elements of development proposals with a view towards meeting or exceeding standards. Provision of first rate recreation and open space amenities in the 'new' Port Deposit represents a key opportunity for the community to strengthen its competitive advantage in the development marketplace and to enhance the quality of the 'Port' experience for both residents and visitors.

Standards have been promulgated by the Maryland Department of Planning that suggest that the amount of recreation land that will be needed in Port Deposit will increase by 140 acres by 2030. This is expected to be readily achievable on a combination of the Bainbridge site and the Growth Area as it is annexed. The Bainbridge Master Site Plan sets aside land for recreational use although there is no specific program at this point. In the future it will be vital to focus on open space preservation and the provision for active recreation as sites are annexed or developed. A significant portion of the needed recreation facilities and open space can be met on the Bainbridge site but additional resources will need to be identified in the Growth Area as annexations proceed.

Over time, connectivity between Old Town and the "top of the hill" will become an increasingly important issue in recreation terms. It is vital that viable, easy to access, routes be established between the Bainbridge site and Old Town. New Bainbridge residents should be able to dine in riverfront restaurants and to attend events in Old Town and Old Town residents should be able to enjoy trails, wooded reserves and play fields at the "top of the hill" without having to use an automobile to get there. There is also great potential to enhance the visitor and resident



experience by linking the entire community to the Lower Susquehanna Heritage Greenway, an amenity and recreational resource that will link the Port Deposit to resources along the entire eastern seaboard of the United States. A Master Parks and Recreation Plan for the Bainbridge site and the Growth Area should be undertaken to create a policy framework, and generalized design guidance, for decision making in the future.

10.4.4 Public Safety

Fire and emergency medical services are provided to Port Deposit residents through Cecil County's Department of Emergency Services, which supplies emergency medical services (EMS) to Cecil County towns and oversees municipal volunteer fire departments (including the Port Deposit Volunteer Fire Department). Police protection in Port Deposit is provided by Port Deposit Police Department. Pursuant to the Cecil County Code, the County funds municipal fire companies in an amount that is based on the assessable base within each fire district, as certified annually by the State Department of Assessments and Taxation. The fire companies are also compensated for providing ambulance services within their respective districts. As Port Deposit's assessable tax base increases due to population growth, emergency services funding will increase at an equal pace commensurate with increased population.

The current Police Department will need to be expanded, as the current staffing will likely prove inadequate in future years. As noted on Table 10-7 approximately 13 officers will be required in 2030 based on standards set by the International City Council Management Association. This is a significant number, with important cost and management implications. While this estimate is based on forecasts of conditions in 2030, its size suggests that new police services will be needed in the intermediate years as well.

A key issue affecting public safety is whether the slot machine casino is developed in Perryville on the site to the north of I-95, adjacent to Port Deposit. These facilities generate considerable traffic, which will likely be concentrated on the short link between I-95 and the site. However, this traffic will likely also affect MD 275 and MD 276 to the north. Casinos also require additional security. On-site security will presumably be provided by the facility operator, but off-site it will need to be provided by government. Clearly, increased services from Cecil County and the State of Maryland are likely to be needed. However, if these services are to be provided by Perryville and Port Deposit then support for these costs should be provided by the casino operator.

10.4.5 Water and Sewer

In order to accommodate improvements to the Port Deposit water and sewer facilities and manage new construction necessary for future growth, the Town created the Port Deposit Water and Sewer Authority in June 2005. As part of this effort Port Deposit applied for and received permits for a new 700,000 GPD WWTP. A site was also acquired, known as the Logan property, very close to and just east of the existing plant. However, because of the lack of development activity at the Bainbridge site, for which this plant was sized, the construction of the plant was postponed indefinitely and a program of improvements to the existing plant was



identified. In addition, the Port Deposit Water and Sewer Authority has returned the Water Treatment Plant and the Waste Water Treatment Plant to the town.

The water supply system will be improved by increasing the pumping, treatment, and storage capacities. Preliminary plans are to make improvements relatively in step with the wastewater system improvements. The initial capacity increase will be from .4 mgd to .7 mgd with potential expansion to 1.0 mgd. The Authority previously provided the Town with revenue and flow forecasts developed as part of the planning and financing for the plant expansion. Like the WWTP, these plans have been postponed indefinitely.

The proposed development of the former Bainbridge site represents the most significant change in the potential demand for sewage treatment. In a draft estimate of demand, prepared in January of 2008 by the Port Deposit Water and Sewer Authority, growth was estimated through the year 2027. It was assumed that the water usage and sewer flows related to Bainbridge development would commence in Fiscal Year 2009 – which has not materialized in any way – and that these flows would steadily increase through 2022 when the additional flows would stabilize with only small growth thereafter.

Table 10-8 provides a summary ‘snapshot’ of Bainbridge based estimates:

T—10-8 Estimated Daily Sewer Flow, GPD				<i>These estimates are based on the build- out of Bainbridge</i>
2008	2011	2015	2018	2021
96,000	196,000	319,000	387,000	515,000

The improvements planned and previously permitted to the sewage treatment system, essentially full replacement of the present system, can meet these demands. It is not possible to provide sufficient capacity at the existing plant, which is capable of handling flows of up to 150,000 GPD, to meet the demand forecast for 2011, however, this forecast is clearly incorrect given the lack of development activity at Bainbridge.

The annexation agreement established for the former Bainbridge site must clearly require the developer to construct or cause to be constructed, at their sole expense, such public sanitary sewer and water utility extensions or improvements as required. In December of 2006 the Port Deposit Water Quality Plan was published and represents a full analysis of the sewer treatment capacity needs and an approach to meeting them. Construction of the much larger, ‘state-of-the art’, sewage treatment plant can be initiated when substantial development commitments are made for Bainbridge, or other sites “at the top of the hill” off MD 222 or MD 226. When complete the new plant would have capacity adequate to service not only the Bainbridge development but other major projects that may be proposed in the future.



The analysis of sewage treatment needs to date has focused largely on the Bainbridge site. However, the growth estimate, which responds both to the holding capacity of the Growth Area that will potentially be annexed, and to the Bainbridge site, calls for an increase to approximately 5000 people, from the present roughly 700, in the service area by 2030. The service area is proposed to be coterminous with the growth area.

There are ongoing discussions about the potential to eliminate the Port Deposit WWTP altogether by constructing a cross county interceptor to transport Port Deposit wastewater service to the NE Seneca Point WWTP. Similar discussions have been conducted with Artesian Water of MD, which is the Cecil County's franchised water company. These discussions have not resulted in any firm commitments to date and these proposals are not a component of the Port Deposit Comprehensive Plan at this time.